



ADMINISTRATIVE REPORT

Date: January 26, 2006

Agenda Item No.: ADVANCE 10

Council Action Date: February 13, 2006

To: RICK COLE, CITY MANAGER

From: RONALD J. CALKINS, PUBLIC WORKS DIRECTOR

Subject: BEACON – SOUTH CENTRAL COAST BEACH ENHANCEMENT PROGRAM, SURFERS POINT

RECOMMENDED ACTION

Direct staff to proceed with the implementation of BEACON's Beach Enhancement Program for Surfers Point on a trial basis as follows:

- a. Require Capital Projects that generate excess beach suitable material during construction, at a minimum quantity to be determined, to deliver it to nourish Surfers Point beach;
- b. When City debris basins are cleaned, consider placing beach suitable material at Surfers Point beach;
- c. As a condition of development for projects in the Downtown Specific Plan boundary area, encourage developers to take excess suitable material, at a minimum quantity to be determined, to Surfers Point beach; and
- d. Report back to the City Council within two years on the status of this program along with costs, quantities, and projects that have contributed beach nourishment at Surfers Point.

SUMMARY

BEACON serves as a coordinating council and information clearinghouse for issues pertaining to coastal erosion, beach nourishment, water quality and protection of coastal structures along the lower Santa Barbara Channel (Point Conception to Hueneme Canyon). The City is a member agency under the Joint Powers Agreement. Councilmember Brian Brennan is the current City representative.

The South Central Coast Beach Enhancement Program (SCCBEP) is a BEACON beach nourishment program that created standing regulatory permits to allow beach nourishment from upland excavations or debris basin cleanouts to be placed in the surf area at several locations in Santa Barbara and Ventura counties. The City of Ventura's beach nourishment location is at Surfers Point.

Ongoing beach nourishment at Surfers Point is an integral part of the future Surfers Point Managed Retreat Project and would help to stabilize beach erosion that has plagued this area for many years. The City's recently adopted General Plan also directs staff to work with the Fairgrounds and BEACON to implement the SCCBEP beach nourishment project. Staff is recommending phasing in this project on a trial basis, which will help determine associated benefits and costs.

DISCUSSION

Background

BEACON (Beach Erosion Authority for Clean Oceans and Nourishment) was established in 1986 under a Joint Powers Agreement (JPA) with coastal member agencies including two Board of Supervisor members each from the County of Ventura and the County of Santa Barbara, and one elected official from each of the coastal cities: Ventura, Oxnard, Port Hueneme, Carpinteria, Goleta and Santa Barbara.

One of the main objectives of BEACON is to provide beach nourishment. In 2000, BEACON secured state grant funding to develop a beach nourishment program (termed the South Central Coast Beach Enhancement Program, or SCCBEP) to make it easier for beach quality material to be placed on specific beaches by obtaining standing regulatory permits. This program was modeled after a similar successful program being utilized in the San Diego area through the San Diego Association of Governments (SANDAG). BEACON recently secured permits for the potential annual placement of suitable material onto five beaches within their jurisdiction. These beaches are:

- a. Goleta Beach (Santa Barbara County)
- b. Ash Avenue Beach (City of Carpinteria)
- c. Arco Oil Piers (County of Ventura)
- d. Surfers Point (City of Ventura)
- e. Port Hueneme Beach (City of Port Hueneme)

The issue now is how to locate and fund the placement of suitable 'uplands' sand (excavated material from land sources as opposed to dredging harbors) onto any/all of the five beaches. The BEACON Board has requested local agency members consider implementing ordinances that would require local projects to place excavated beach quality material at any of these suitable locations. The proposed ordinance requires that if a private or public construction project is projected to generate suitable

sand/gravel or cobble export that consideration is given by the contracting/permitting agency to require that the export material be taken to one of the permitted BEACON beaches.

Permitting Requirements

The permits that BEACON acquired for this program have a five year life and were required by local agencies, the California Coastal Commission, the State Lands Commission, the Army Corps of Engineers, and the Regional Water Quality Control Board.

The BEACON SCCBEP program is a new concept which most of the permitting agencies' have not dealt with previously. As a result, the permit requirements are expectedly conservative and will impact the quality, quantity, placement methods, and costs to provide beach nourishment from upland site excavations.

There are a few important permitting requirements worth mentioning. The type of source material that is acceptable to be placed on beaches must be made up of at least 75% sand. This quality of material is relatively sandy and most likely made up of a greater sand percentage than what occurs naturally at Surfers Point, which is impacted by heavy silt flows from the Ventura River. This requirement alone will have the most impact at turning away unsuitable excavated material earmarked for beach nourishment.

Unfortunately, the Coastal Commission also restricted the placement of cobble at Surfers Point, which is already naturally prominent at this location and is the main ingredient to be used for erosion protection in the Surfers Point Managed Retreat Project. The Commission is reluctant to allow cobble beach nourishment at Surfers Point until permit approval of the full Managed Retreat Project which is anticipated within the next 6-months. After permit approval of this project, the Coastal Commission staff indicated that they would support a modification of the SCCBEP permit to allow cobble at Surfers Point.

The Coastal Commission permit also eliminated the proposed beach material stockpile area for Surfers Point because of concerns that it was too close to the ocean and could be impacted by wave run-up in the winter months. Beach nourishment can continue at Surfers Point without securing a stockpile area. However, having an area where beach quality material can be stockpiled until a large enough quantity is obtained does allow for more flexibility and a cost effective approach to placing material in the surf zone for nourishment. The Commission will allow the City to find another stockpile location, which will be determined once discussions have occurred with the Fairgrounds.

The approved permits for this program also regulate the time of year for placement (after Labor Day and before Memorial Day), quantities of placement (105,000 cubic yards per year at Surfers Point), truck haul routes, equipment staging areas, and

parking and access to and through the beach area for vehicle, bicycles, and pedestrians. We can expect similar permit requirements for the Surfers Point Managed Retreat Project.

Proposed City Implementation Program

City staff met to discuss moving forward with City regulations regarding implementing the SCCBEP program at the Surfers Point location. The City's newly adopted General Plan includes a requirement to work with BEACON on implementing this program (Our Natural Community, Policy 1A, Action 1.3, page 1-5).

The staff consensus was to look at phasing in on a trial basis BEACON's beach nourishment program. The recommended approach is to add the requirement to place beach quality material under the SCCBEP program at Surfers Point that is excavated from City Capital Improvement Projects or possibly from emptying City maintained storm debris basins.

Extending this program to development projects will be more difficult because there must be a "nexus" or connection between the development work and impacts to the beach. Although this could be added to local environmental CEQA reviews, it is unknown how difficult it will be to determine a nexus. Also, since there could be a monetary value to the excavated material (sand, gravel, and/or cobble) there may be some legal issues on whether the City can just take it without compensating the developer or contractor.

The City is currently in a unique position with the potential for a significant amount of redevelopment in the downtown area where beach quality material, could be available during excavations. Therefore, in the interim, so we do not lose an opportunity to nourish local beaches, the current General Plan SCCBEP language will be referenced in the City's proposed Downtown Specific Plan. This will allow downtown redevelopments to be conditioned to encourage (not mandate) excess beach quality material from excavations to be placed at Surfers Point. The short truck haul route between the downtown and Surfers Point may make this economically viable for developers to consider. Once developers deliver material to Surfers Point, the City would spread it on the beach and into the surf zone and would provide monitoring as required by the permitting agencies.

During the recommended two year trial basis, we will be evaluating the cost impacts to projects as well as permitting costs associated with this program. In addition, we will be evaluating the amount of beach nourishment material quantities and opportunities that have been implemented. We will also evaluate the impacts to the public during placement of the material and determine if the 100 cubic yard threshold (recommend by BEACON in their draft sand supply ordinance) is too high or too low to be cost effective for individual beach nourishment projects. After this evaluation, we will return to the City

Council with a recommendation to either discontinue the program, continue to monitor it at current levels, or to expand it.

FISCAL IMPACTS

One of the major concerns about implementing the BEACON beach nourishment project for Surfers Point is lack of funding to meet the permit requirements as well as funding impacts to City CIP projects. It is not anticipated that additional staff will be required to manage this program at the recommended level of involvement.

Typically, where CIP projects generate excess excavated material, contractors are allowed to dispose of the material at their discretion as long as it is done legally. Sometimes there is market for excess fill material, and contractors can incorporate the savings into their overall bid provided to the City for a given project. There will most likely be higher project costs by requiring contractors to place excess suitable material at Surfers Point beach. The individual CIP project would also cover any costs associated with permitting and monitoring placement of material on the beach.

The standing regulatory permits require a significant amount of testing and monitoring of material that is placed for beach nourishment. For example, the Army Corps permit requires; sediment and chemical testing of source material as well as at the receiver beach at Surfers Point, two post monitoring reports, and a physical and biological monitoring program. The Coastal Commission permit requires; a sampling and analysis plan, beach grooming to return the beach to a more natural condition, hiring biologists and soils scientists to monitor placement of the beach nourishment material, beach profile surveys, and post monitoring reports.

These costs will vary depending on the length of time beach nourishment operations occur. A cost proposal for \$69,800 has been obtained from Moffat & Nichol Engineers (the consultant who worked with BEACON to develop this program) to provide both permitting and monitoring for a generic beach fill project (Attachment 1). City staff would assist Moffat & Nichol with monitoring the beach fill placement to help keep costs down. These costs will also most likely have to be funded by the City even for downtown re-development projects so as to make it financially attractive for the voluntary placement of excavated material at Surfers Point.

These permitting costs would not necessarily be charged to the City beach fill project, but could cover several projects provided they occurred within a reasonable time of each other. Alternately, if a stockpile site of adequate size can be found, then material from several projects could be stockpiled and one larger beach fill project could proceed which would help reduce costs because of the economy of scale.

The BEACON Board has requested its staff to continue to seek grant opportunities to help pay for these permitting costs that otherwise would be paid for by local agencies or developers. City staff will also be seeking grants to help pay for anticipated additional

costs to implement the program. If grants are not available, then the City Council will be asked to consider using general funds for permitting and monitoring for development projects.

ALTERNATIVES

Although not recommended, the following alternatives are provided for City Council consideration:

1. Do not move forward with implementing the BEACON beach nourishment program at this time.
2. Consider implementing only one or two of the three recommended measures to begin the BEACON beach nourishment program.
3. Following appropriate environmental CEQA review, direct staff to prepare an ordinance that would make it mandatory for City Capital projects and development projects to place beach quality material at Surfers Point.
4. Condition development projects Citywide (more than just development projects in the Downtown Specific Plan area) to voluntarily consider bringing excess excavated beach quality material to Surfers Point.

Prepared by: Rick Raives, City Engineer for



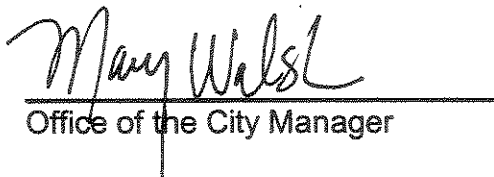
Ronald J. Calkins
Public Works Director

Reviewed as to fiscal impact



Jay Panzica
Chief Financial Officer

FORWARDED TO THE CITY COUNCIL


Office of the City Manager

Attachment 1

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Long Beach, California 90806

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(562) 424-7489

January 12, 2006

City of Ventura
Engineering Department
501 Poli Street
Ventura, CA 93001
Attn: Rick Raives, City Engineer

Subj: BEACON SCCBEP, Surfer's Point Project
M&N File: 4687

Dear Mr. Raives:

Moffatt & Nichol is pleased to present this proposal to prepare documentation to enable the City of Ventura to proceed with their first project under the BEACON South Central Coast Beach Enhancement Program (SCCBEP). The SCCBEP is an opportunistic beach fill program administered by BEACON to allow local agencies to pursue beach fill projects. In an e-mail dated January 3, 2006, the City indicated the need to clear sedimentation basins and place the sandy material at the beach using the SCCBEP as the permit vehicle. The necessary documentation to satisfy SCCBEP permit requirements and initiate a project is submittal of a Project Notification Report (PNR) to all agencies. The PNR specifies all aspects of a specific project including material sampling and quality, quantities, transport methods, placement methods, locations and timing, contractor contact information, and monitoring requirements. The agencies have 30 days to review and respond to the Draft PNR to indicate needed changes. This proposal presents the scope of work, fee and schedule to do all work associated with preparing the draft and final PNR document, and performing project monitoring.

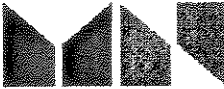
Scope of Work

The proposed scope of work includes the following tasks:

1. *Prepare Soil Sampling and Analysis Plan* - Prepare a draft Sampling and Analysis Plan (SAP) for review and approval by the U.S. Army Corps of Engineers and the U.S. EPA. The SAP will be prepared iteratively, with two iterations of the document assumed to be required to reach concurrence with the agencies on a Final SAP.



2. *Perform Sampling, Analysis and Reporting* – A qualified geotechnical consultant will assist the project team by performing the material sampling, testing and analysis. They will take an appropriate number of soil borings based on the area and depth of the source deposit, retrieve samples from each boring, and test the samples for grain size and chemistry as specified by the SAP.
3. *Prepare Draft Project Notification Report (DPNR)* – A draft Project Notification Report will be prepared specifying all aspects of the project. The DPNR will be submitted to all permit agencies for review and comment. This task includes coordination with the agencies before and during the review process.
4. *Prepare Final (FPNR)* – Agency comments on the DPNR will be addressed and incorporated into the document to constitute the Final PNR. The FPNR will be submitted to the agencies on behalf of the City to secure the needed agency final approvals to construct the project. The FPNR will be issued as electronic and hardcopy to all appropriate agencies.
5. *Perform Project Monitoring* – Perform monitoring of the project that will consist of:
 - a. *Beach Profiles* – Beach profiles will be recorded to quantify sand accretion or loss at Surfer's Point. A surveyor experienced with the survey methods and the specific project site (Coastal Frontiers Corporation) will survey the beach profiles. The profiling tasks include:
 1. Establish two beach profile transects (one at the existing transect location and another within the fill footprint) as shown in attached Figure.
 2. Record beach and seabed elevation along the profiles from the back of the beach out to the depth of closure (estimated to be approximately –40 feet relative to MLLW). Survey equipment to be used includes:
 - a) Standard survey equipment (level, Global Positioning System or GPS, and rod) for work on land; and
 - b) A survey boat with a fathometer and GPS for work on the water to tie into the land profile.
 - c) Reduce data for interpretation and reporting.
 - b. *River Mouth Closure* – The Ventura River mouth will periodically be observed to identify if the mouth is closed by sedimentation from the project. M&N will assist City Staff to monitor the condition of the river mouth one month prior to construction, once per week during construction, immediately after construction, and at three and six months after construction. M&N will periodically estimate the longshore current using floats in the surfzone correlated with available wave data to determine the direction of sand transport at the river mouth, and observe the mouth for its open or closed status. City staff will supplement the periodic M&N data by more frequently documenting whether the mouth is closed or open. If the mouth is determined to close as a result of the project the judgment of the consulting engineer, guidelines will be provided to reopen the mouth.



- c. *Turbidity During Construction* - Turbidity will be monitored daily throughout construction and immediately after construction is complete to qualify the effect on ocean water clarity from the project. Turbidity will be monitored by an observer (City Staff with assistance from M&N) from a vantage point (possibly from the public park at "The Cross" above City Hall) noting the approximate extent of turbid conditions until water clarity is naturally restored after construction is complete. Observations should occur in the morning and toward the end of the day. The observer will map the area of turbidity each day on a basemap provided by M&N and photograph it. The observer will also document all other pertinent environmental conditions such as approximate wave heights, wind speed and direction, and general weather conditions on a project-specific data matrix form provided by M&N.

The timing of the monitoring is described below.

1. Pre-Project Baseline Monitoring – Surveys of beach profiles will occur within one month prior to construction to observe and document the baseline condition.
2. Construction Monitoring – Turbidity will be observed during construction and immediately afterward to document project effects on a daily basis.
3. Post-Construction Monitoring – Beach profile monitoring will occur immediately after construction to quantify initial project conditions. Beach profiling will occur at two locations as performed before construction. The river mouth will also be monitored to identify any closures associated with the project.
4. Longer-Term Post-Project Monitoring – Monitoring will continue after construction to quantify project effects. Beach profiles will be recorded for one year after construction. They are to be recorded 90 days after-project, and then in the following fall and spring seasons to determine changes and account for the natural seasonality.

Estimated Fee

The estimated fee to perform the work the work is estimated to be \$69,800 to be billed as a lump sum. The estimated fee is presented by task on the following page.

Proposed Schedule

Tasks 1 through 4 can be completed within a total timeframe of 60 calendar days (eight weeks) from Notice-to-Proceed, and can be expedited if needed. The Monitoring tasks continue for a period from one month before construction to one year after construction.



Mr. Rick Raives
January 12, 2006
SCCBEP Proposal
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ESTIMATED FEE

TASK	FEE
1. Prepare Draft and Final Sampling and Analysis Plan	\$3,000
2. Perform Sampling, Analysis, and Reporting (Subconsultant)	\$12,000 (Approximate cost subject to change depending on the specific source site)
3. Prepare Draft Project Notification Report	\$6,100
4. Prepare Final Project Notification Report	\$3,200
Subtotal Permitting Costs	\$24,300
5. Perform Project Monitoring	See Below
a. Beach Profiling (Subconsultant)	\$36,000
b. River Mouth Closure Status	\$3,000 (Assumes City staff to assist M&N)
c. Turbidity	\$1,500 (Assumes M&N to assist City staff)
d. Report	5,000
Subtotal Monitoring Costs	\$45,500
TOTAL	\$69,800

Thank you for the opportunity to assist the City on this important SCCBEP project. Please contact me or Chris Webb of our office with any questions or comments.

Sincerely,

MOFFATT & NICHOL

Michael J. McCarthy, P.E.
Vice-President

MJM:lg

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